

2. **Nationality.**—The following table shows the total oversea cargo discharged and shipped according to the nationality of the vessels carrying during the years 1939-40 to 1943-44 :—

**TONNAGE(a) OF OVERSEA CARGO DISCHARGED AND SHIPPED.**

Vessels Registered at Ports in—	1939-40.	1940-41.	1941-42.	1942-43.	1943-44.
<b>British—</b>					
Australia .. ..	472,670	400,186	398,063	276,236	323,290
United Kingdom .. ..	6,385,283	4,001,339	3,193,218	2,641,244	3,358,220
Canada .. ..	..	2,273	6,671	74,940	242,298
New Zealand .. ..	352,179	482,685	437,901	434,791	375,217
Other British .. ..	378,899	371,230	318,467	343,777	241,388
<b>Total British</b> .. ..	<b>7,589,031</b>	<b>5,257,713</b>	<b>4,354,320</b>	<b>3,770,988</b>	<b>4,540,413</b>
<b>Per cent. on Total</b> .. ..	<b>63.46</b>	<b>52.48</b>	<b>45.05</b>	<b>43.27</b>	<b>41.37</b>
<b>Foreign—</b>					
Denmark .. ..	175,548	13,952	..	..	..
France .. ..	161,405	158,304	142,087	24,520	17,933
Germany .. ..	67,165	..	..	..	..
Italy .. ..	72,170	2,557	..	..	..
Japan .. ..	511,576	447,193	29,977	..	..
Netherlands(b) .. ..	899,941	684,728	1,043,829	370,140	195,660
Norway .. ..	1,467,763	1,927,404	2,066,717	1,639,911	1,386,942
Sweden .. ..	317,704	223,533	426,931	472,534	415,279
United States of America	359,764	690,415	1,286,999	2,140,310	3,870,327
Other Foreign .. ..	337,619	611,952	314,738	296,870	548,778
<b>Total Foreign</b> .. ..	<b>4,370,655</b>	<b>4,760,038</b>	<b>5,311,278</b>	<b>4,944,285</b>	<b>6,434,919</b>
<b>Per cent. on Total</b> .. ..	<b>36.54</b>	<b>47.52</b>	<b>54.95</b>	<b>56.73</b>	<b>58.63</b>
<b>Grand Total</b> .. ..	<b>11,959,686</b>	<b>10,017,751</b>	<b>9,665,598</b>	<b>8,715,273</b>	<b>10,975,332</b>

(a) Tons weight and tons measurement combined.

(b) Includes Netherlands East Indies.

Owing to war conditions the percentage of cargo carried in British vessels decreased from 72.43 in 1938-39 to 41.37 in 1943-44 while the percentage carried in ships of the United States of America increased from only 1.26 in 1938-39 to 35.26 in 1943-44.

## § 7. War-time Control of Shipping.

1. **General.**—The first steps by the Commonwealth Government to regulate Australian shipping were taken shortly after the outbreak of war when the Government, in view of the effect upon price levels, vetoed the surcharge on all freight rates proposed by the major Australian shipping companies to meet increased costs and, after referring the matter to the Prices Commission, agreed to a surcharge appreciably less than that originally proposed.

In January, 1940, proposals were drawn up for the formation of a controlling authority, but it was not found necessary to implement them until June, 1940, when, following the grave turn of events in Europe, culminating in the fall of France, national control of Australian shipping was established through the Shipping Control Board and the Commonwealth Government Ships' Chartering Committee whose history is separately dealt with hereinafter.

By December, 1941, when Japan attacked the United States of America and Britain, practically all Australian registered tonnage operating in interstate services had been requisitioned by the Shipping Control Board. The first result of the direct threat to Australia was the taking over for war needs by the Royal Australian Navy and Australian Army of a large number of vessels of all types, which greatly depleted the tonnage available for Australian coastwise transport of essential commodities, and for the vastly increased volume of Service cargoes around the coast.

When the United States of America Forces came to Australia the shipping problem was greatly intensified. An influx of refugee shipping from Eastern ports seized by the Japanese had already congested port facilities, and a special organization, the Central Cargo Control Committee, had to be created to deal with the problem of clearance of cargo from wharfs. Now additional provision had to be made to handle large numbers of United States of America vessels bringing armament and personnel to Australia. In order to ensure the co-operation of the trade unions concerned in the shipping industry, the Maritime Industry Commission and the Stevedoring Industry Commission were set up under National Security Regulations to control respectively crews of ships and waterside workers handling cargo. The Commonwealth Salvage Board was also established to handle the salvaging of vessels sunk or damaged by enemy action against shipping around the Australian coast.

Prior to October, 1942, these various authorities referred to functioned under several different Departments, viz. :—Commonwealth Government Ships' Chartering Committee, Shipping Control Board, Commonwealth Salvage Board, and the Maritime Industry Commission under the Department of Commerce and Agriculture; Central Cargo Control Committee under the Department of Trade and Customs; and the Stevedoring Industry Commission under the Department of Labour and National Service. To ensure the full co-ordination of all shipping authorities necessary to meet the strain upon the Australian transport systems—both sea and land—and the increased needs of the Commander-in-Chief the Commonwealth Government in October, 1942, concentrated all such organizations under one Ministry, and as questions of supply were closely bound up with shipping, created a new Ministry of Supply and Shipping with a Directorate of Shipping. Sir Thomas Gordon who was Representative in Australia of the British Ministry of War Transport and Chairman of the Allied Consultative Shipping Council was appointed Director of Shipping, and became responsible to the Minister for the administration of all the authorities mentioned above with the exception of the Maritime Industry Commission, which, in view of its quasi-judicial character, remained directly responsible to the Minister. At the same time the Marine Branch previously attached to the Department of Commerce and Agriculture was also transferred to the Department of Supply and Shipping.

The Government at this stage was faced with a number of grave problems. The Commander-in-Chief required immediately as many small ships as possible for operation against the Japanese in the South-West Pacific Area. Port facilities, particularly in Western Australia and North Queensland, needed organizing and expanding in order to meet Service requirements. All ports were experiencing increasing difficulties through shortage of waterside labour. A huge volume of ship repair work had been thrown upon Australian resources. At the same time, the Commonwealth's own transport requirements, both for war cargoes and for essential civilian needs, had to be met. With the enemy active along our shores, stocks of raw materials—coal, ironstone and metals—had to be accumulated against the risk of disruption of sea communications. Priorities were therefore laid down to ensure that whatever shipping was needed would be available for (a) Defence needs; (b) Coal; (c) Ironstone, calcines and concentrates; and (d) Steel products. Apart from these major priorities, no detailed classification of general cargoes was attempted but drastic steps were taken in conjunction with the Department of War Organization of Industry to curtail the carriage of non-essential goods by sea, and in co-operation with the Department of Transport a proportion of goods previously carried by sea in certain areas was transferred to rail, while in other areas, e.g., Queensland, additional vessels were provided to ease the burden on the

railways. In order to co-ordinate sea and rail carriage a Transport Co-ordination Sub-Committee was set up in Sydney, comprising representatives of the Commonwealth Department of Transport, the N.S.W. Railways Department and the Directorate of Shipping, and in Melbourne the Commonwealth Department of Transport maintained a close liaison with the Tonnage Committee of the Shipping Control Board. In order also to ensure that within other categories of goods preference of shipment was given to the most urgent needs, liaison was maintained with the Government Departments associated with the various commodities, e.g. Department of Commerce and Agriculture (Food Control), Department of War Organization of Industry, and Ministry of Munitions.

The Allied Consultative Shipping Council, to which reference is made above, was formed in 1942 to co-ordinate the use of shipping—Australian, Allied and Foreign—in the South-West Pacific Area and to obtain for the Commonwealth all assistance possible from overseas vessels available between Australian ports. Under the auspices of the Council, Priority Committees were formed at all ports to regulate the order of priority in which vessels should be worked according to the waterside labour available.

A British-American-Australian Shipping Sub-Committee was also set up at Sydney through which overflow cargo requirements that could not be met by Australian shipping were channelled and the maximum assistance obtained from the British Ministry of War Transport or the United States of America War Shipping Administration vessels in Australian waters. As a result, help of the greatest value was obtained from British, American, Dutch, Greek, Yugo-Slav, Norwegian, Danish and Swedish tonnage, either by the allocation of vessels under these flags to the Commonwealth or by the use of vacant space in them between Australian ports.

In regard to port facilities, the Port Equipment and Development Committee, comprising members of Australian Harbour Authorities was formed to advise the Director of Shipping upon all aspects of port equipment and organization.

Ship repairs came under the administrative control of the Ministry of Munitions, and the Director of Shipping, through the Executive Ships Repair Committee, maintained close contact with the position so that operational and maintenance necessities could be handled with the facilities available. He likewise kept in close touch with the Australian Shipbuilding Board, also under the control of the Ministry of Munitions for the co-ordination of the ship construction programme with urgent operational requirements.

The objective of the Department of Supply and Shipping, as will be seen from the foregoing, was to establish the closest possible liaison not only amongst the various authorities under its control, but also with all other relevant authorities so that policy would operate along parallel lines.

Although the tide of war receded from Australia's shores, there was no corresponding relief in the shipping situation, rather the points of pressure altered. In June, 1945, the drought conditions in the South-Eastern portion of the continent had created unprecedented demands for the carriage of wheat and fodder from other States and also from overseas to Victoria, New South Wales and Queensland, whilst operational requirements had to be maintained. As the attack moved nearer to Japan the lengthened lines of communication necessitated the employment of a greater number of vessels on operational service and a corresponding reduction in those available for local Australian trade.

The establishment of the Royal Navy base at Sydney created further special problems of wharfage accommodation and labour, to deal with which a Port of Sydney Advisory Panel with the Director of Shipping as Chairman was constituted, and a berthing Sub-Panel was formed to ensure that vessels—Service and Commercial—were provided with berths in order of urgency. The Berthing Sub-Panel was, in turn, linked up with the Sydney Priority Committee, so that the problems of berthage and labour could be dealt with co-jointly.

The foregoing refers to the general war-time shipping organization. The facilities and activities of the various shipping authorities under the control of the Minister for Supply and Shipping are dealt with below.

2. **Commonwealth Shipping Control Board.**—This Board established under National Security (Shipping Control) Regulations on the 30th January, 1941, was the instrument by which the Commonwealth Government exercised control of Australian coastal merchant shipping with a view to its more effectual use in connexion with the war. National Security (Shipping Control) Regulations were subsequently embodied in National Security (Shipping Co-ordination) Regulations.

In view of the pressure imposed by the war on the Australian merchant marine it was necessary as the war developed to organize shipping so that tonnage could be used to most effective advantage in lifting essential cargoes and in catering for urgent and fluctuating demands for shipping to carry personnel and stores for the services. Arrangements were made accordingly to take over the vessels under requisition from owners and operate them under charter to the Australian Government. The majority of vessels were requisitioned in July, 1941, and those remaining were taken over later as found necessary.

The Shipping Control Board Regulations gave authority to the Minister for Supply and Shipping to requisition on the recommendation of the Shipping Control Board any Australian vessel and the charter arrangements placed the vessel so requisitioned at the disposal of the Board. The Board was empowered to decide how and where the vessels were to be employed and could require the owner of any ship requisitioned to act as agent for that ship. In practice owners concerned acted as agents for the Board for their own vessels and were remunerated for their services. Cargoes were restricted and some goods considered to be non-essential were excluded entirely from the interstate trade. The Board co-operated fully with Land Transport Authorities, but it is interesting to note that under normal conditions from eighty to ninety per cent. of Australian interstate trade is carried by sea.

The Australian Merchant Fleet was supplemented by overseas vessels which were operating on the coast. These included vessels sub-chartered from the British Ministry of War Transport on time charter basis, British and American ships used for coastal traffic whilst temporarily in Australian waters and also vessels under the control of the Commonwealth Ships' Chartering Committee. Generally, the overseas vessels were used to carry bulk cargoes, chiefly coal, coke and ironstone.

The Board determined the appropriate use of ships for the carriage of coal and ironstone. The competing claims of cargo required constant attention which had to be determined upon main lines of policy, and many questions arising from the requisitioning and operation of vessels had to be referred to the Board for decision.

For the purpose of advising in the management of the Shipping Services, a Shipping Management Committee composed of representatives of principal shipping companies whose ships had been requisitioned met periodically, its decisions being subject to confirmation by the Shipping Control Board, the chairman of which was also chairman of this Committee. Another body through which the Board worked was the Central Traffic Committee consisting of Traffic Officers of the shipping companies who were engaged in the day to day task of working out the position of ships along various routes and estimating their availability for particular cargoes. A tonnage allotment committee consisting of the Traffic Officers of the Board considered tonnage fixtures and reported to the Central Traffic Committee. There were also Branch Traffic Committees at the main ports and small sub-committees at various State ports. These committees worked in close association with the Central Traffic Committee.

The Board operated under the direction of the Director of Shipping who, subject to the direction of the Minister for Supply and Shipping, formulated policy on all shipping problems. Through the Director of Shipping the Board was kept in touch with other bodies associated with shipping matters, and was also advised of assistance which could be made available by British and American tonnage for the carriage of cargo on the Australian coast.

Despite many Australian vessels being taken over by the Australian and Allied Services, losses by enemy action, and reduced efficiency due to the necessity of moving ships under war conditions, the cargo position in Australia remained reasonably satisfactory. All Service needs for tonnage to operational areas were fully supplied and ships were made available for considerable quantities of other goods essential for war purposes and civilian needs. Although current requirements were met it was found difficult to increase reserve stocks.

A separate function of the Board was the administration of various contracts between the Commonwealth Government, the United States of America Authorities, the Oversea Shipping Representatives' Association and various Shipping Companies under which agency and stevedoring services were rendered to official United States of America vessels in Australian waters under Reciprocal Aid arrangements.

**3. Commonwealth Government Ships' Chartering Committee.**—Prior to the war, the Westralian Farmers Limited had several vessels chartered, the number varying up to about sixteen. Most of these were for short periods, but at the outbreak of war, there were three on charter on terms of from 3 to 5 years, one of which, a British ship, was handed to the Ministry of War Transport; the second, the *Westralia*, the charter of which was transferred to the Commonwealth Government, became a prize at about the time she was due for renewal of charter; the third vessel, the *Brattdal*, which was subsequently sunk, was retained by Westralian Farmers Limited.

Under war conditions there was great difficulty in linking up sales of wheat with ships for the destination and shipment date required, and it was suggested to the Australian Wheat Board that ships should be time chartered. Time chartered ships had a twofold advantage—(1) To cover sales immediately with the knowledge that before the wheat had to be loaded there would be a possibility of securing another vessel on ordinary charter, leaving the time chartered vessel free for other business; (2) To carry wheat and flour sold by the Board for which no ordinary charter could be obtained. As a result, not only did these vessels carry large quantities of wheat and flour overseas, and so assist the Australian Wheat Board materially, but they enabled a much greater quantity of wheat and flour to be sold and subsequently lifted by other vessels. The Australian Wheat Board also agreed to carry any essential goods for the Government when convenient on the Australian Wheat Board's ships.

The shipping of wheat and flour from Australia in time chartered vessels meant that these vessels had to return to Australia after discharge and the Australian Wheat Board agreed that they should bring essential material back to Australia. The Australian Wheat Board, prior to the Commonwealth Government entering into the time chartering business, shipped in its time chartered vessels quantities of goods as varied as ore, coal, wheat, flour, timber, metals, phosphates, newsprint, sugar and bitumen.

In February, 1940, prior to the formation of the Committee, the Department of Commerce and Agriculture and the Australian Wheat Board were authorized to charter up to six vessels on behalf of the Commonwealth Government but this number proved quite inadequate and permission was obtained to secure all the vessels possible. As the business was assuming considerable magnitude, a formal Committee under the control of the Department of Commerce and Agriculture was formed in July, 1941, to control these shipping activities.

In November, 1942, the Committee came under the control of the newly formed Department of Supply and Shipping and in June, 1944, regulations defining its powers and functions were included in the National Security (Shipping Co-ordination) Regulations.

The original object of the Ships' Chartering Committee was purely to deal with overseas trade, and it was never expected that the ships would be used for more than occasional assistance on the coast. With the advent of Japan into the war, the limitations of the convoy system, and the demands of Naval and Military authorities, it was soon

found that to satisfy the needs of Victoria and South Australia for coal and of New South Wales for ore, greater assistance from the overseas vessels would be necessary, and the time chartered fleet was gradually built up. At the end of December, 1944, tonnage under the control of the Committee consisted of 26 vessels under time charter making a deadweight tonnage of 215,576 tons, one captured Italian vessel (deadweight tonnage 11,085 tons) and one requisitioned Danish vessel (deadweight tonnage 8,370 tons) making a total of 235,031 tons.

In addition to these vessels, the Committee also controlled all tonnage built by the Commonwealth Government. In June, 1945, seven "River" class vessels of 9,000 tons deadweight were in commission and a further six, then being built, were expected to be in commission early in 1946.

The overseas and interstate tonnages carried up to June, 1945, by vessels under the Committee's control were 3,314,075 and 6,853,477 respectively, the tonnages for the principal commodities being as follows:—Overseas: Cereals, 769,535; Phosphates, 741,317; War Stores, 686,414; General cargo to and from India, 475,248; Other General cargo, 128,141; Copper, Africa to Australia, 80,000; Nitrate, 139,704; Sugar, 157,592. Coastal: Iron ore, 3,246,478; Coal, 2,787,968; Coke, 171,668; Steel and Pig iron, 73,653; Sugar, 121,754; General, 385,224; Wheat, 44,600.

4. **Central and State Cargo Control Committees.**—(i) *General.* The Central Cargo Control Committee, with a local Committee in each State, was constituted under the National Security (Cargo Control) Regulations of 23rd April, 1942, which were repealed on 2nd June, 1944, and the powers and functions of these committees embodied in National Security (Shipping Co-ordination) Regulations.

The committees were established to provide for the orderly and expeditious disposal of goods arriving by sea and the punctual delivery at ship's side of goods for shipment with a view to ensuring the speedy discharge and loading of ships, to reduce the length of time that goods lay at wharfs, to prevent congestion, confusion and delay at the water-side and to make proper provision for the storage or other accommodation of the goods.

The committee worked directly under the Director of Shipping and each section interested in shipping and the handling of cargoes was directly represented. In addition liaison officers appointed by the Royal Australian Navy and the United States Army attended meetings as did representatives of the Chambers of Manufactures and Commerce. The fact that Port Authorities, Employees' Unions, Master Carriers, Transport and other Government authorities all had direct representation on the Committee, and that the Fighting Services and other interests were able to take part in the deliberations, ensured the closest co-operation and was responsible in no small part for the success which attended the efforts of the Committee.

The work of the Central Cargo Control Committee was closely associated with that of the Shipping Control Board, the Stevedoring Industry Commission, and the Commonwealth Land Transport Board, and the closest possible touch was maintained with these Commonwealth instrumentalities, and with the Australian and American Fighting Services.

Although State Committees were not so large as the Central Committee all interests concerned in shipping and the handling of cargoes were represented either by having direct membership or through the attendance of their representatives at meetings in an advisory capacity.

(ii) *Work of Committees.* The work of the Central Cargo Control Committee and the State Committees was, briefly, to render assistance to constituted authorities at all ports to keep wharves clear, and to exercise powers under the Regulations as from time to time required when the powers of the port or other Authorities were insufficient.

In order to avoid delay in the turn-round of ships and to meet any eventualities which might arise, attention was directed to improving the equipment of the ports by the provision of additional cranes, lighters, punts, and barges, in consultation with other cognate bodies. In addition to ports in capital cities the Committee actively participated

in the handling and clearance of cargo in outports, particularly in Townsville and Cairns which developed from comparatively minor ports to ports of major importance as the result of the war.

A Port Controller with all necessary authority was appointed in both Townsville and Cairns and the arrangement achieved marked success.

Facilities adequate to meet peace-time conditions in Townsville proved inadequate to cope with the very large increase in traffic and the Central Cargo Control Committee in collaboration with the Townsville Harbour Board, the Services, and all other interests concerned, effected many alterations and additions in port and shed accommodation.

(iii) *Cargo Protection Regulations.* The Central Cargo Control Committee was charged with the responsibility of administering the Cargo Protection Regulations also included in Statutory Rules No. 44 as Part VII. of National Security (Shipping Co-ordination) Regulations.

Schemes aimed at providing measures to detect and reduce pillage operated in the various ports, and, generally speaking, provided for more police assistance in relation to civil cargoes and on the Service side greater supervision by Army Special Investigation Branch (Maritime) Officers. In addition, Cargo Control Committee appointed a limited number of inspectors to patrol the wharfs and ensure that the various checks instituted by the Committee for ensuring efficient supervision of cargoes were observed by Shipping Companies, Transport Companies and others—in short, to see that loopholes for pillage were reduced to a minimum.

5. **Port Equipment and Development Committee.**—This Committee was constituted on the 26th January, 1943, to assist in solving the problems associated with the proper co-ordination of war-time shipping, the Interstate Conference of Australian Harbour Authorities having placed at the disposal of the Director of Shipping the combined technical knowledge and port administrative experience of the Port Authorities of the Commonwealth.

The functions of the Committee were generally to advise the Director of Shipping regarding the equipment and development for war purposes of the various ports of the Commonwealth, and, particularly, to undertake investigations and make reports and recommendations in relation to the operation of any port, the installation of port facilities and equipment, the execution of maintenance and developmental works, the performance of dredging, the allocation of essential harbour craft and plant and the provision of safeguards necessary in the event of damage to wharves and facilities from enemy action.

The Committee dealt with a wide variety of measures designed to expedite the turn-round of shipping and facilitate cargo movement, and, although the implementation of all schemes was not considered necessary owing to changing circumstances, several major works were carried out on recommendations of the Committee. Recommendations were made regarding the design, provision and distribution of cargo lighters of various types, and, following representations by the Committee, the construction of a number of tugs was undertaken to augment the towage facilities of the ports of the Commonwealth. Investigations were made regarding fire-fighting appliances at the various ports, the provision of dry-docking facilities in a capital port, the provision of heavy lift cranes, and other matters. The Committee made investigations for other Commonwealth organizations and, in conjunction with the Allied Works Council, investigated works for the Services, including dredging, in various ports of the Commonwealth.

6. **Maritime Industry Commission.**—This Commission was constituted under the National Security (Maritime Industry Regulations), gazetted on 2nd January, 1942, for the purpose of securing during the war the adequate and efficient manning of Australian merchant ships and the improvement and safeguarding of the conditions of all persons serving therein. The Commission was empowered to make orders providing for all or any of the following matters:—(a) the determination, variation or rescission of, or addition to the terms and conditions of employment of employees or any of such terms or conditions, in relation to, or as incidental to, the standard or ordinary hours of work in any

week of the employees in the maritime industry not exceeding forty-four; (b) the granting of leave to employees; (c) the accommodation and catering in ships for employees therein; (d) the provision of accommodation and catering for employees while on shore; (e) the manning of ships, the selection of ships' complements and the terms and conditions under which persons might become qualified for ranks or ratings; (f) the number of various classes of employees, classified according to their ranks and ratings, to be carried in any ship or class of ships; (g) preference in employment in ships; (h) the recognition and elevation of the status of an employee as performing essential war service on behalf of the Commonwealth of Australia; (i) the amount of payments to be made to employees by reason of war risks; (j) the employment of shore labour in respect of work in port which otherwise would be done by seamen; (k) the employment on ships, during the war, of persons who were usually engaged in employment ashore, and the protection of the rights, and interests of such persons in relation to their subsequent reinstatement in employment ashore, including the preservation of their existing and accruing rights; and (l) any matter which appeared to the Commission to be conducive to the purpose of these Regulations.

The Regulations provided that these Orders should have full force and effect, notwithstanding anything contained in any law of the Commonwealth or of a State or Territory of the Commonwealth or any award, order or determination of any Industrial Tribunal or any Industrial Agreement.

The Maritime Industry Commission comprising a Chairman and eight other members endeavoured to reach agreement on matters under discussion before putting any question to a vote. Any urgent matter might, with the permission of the Chairman, be brought up at the Commission without prior notice and at almost every meeting of the Commission members availed themselves of this provision in the by-laws. Although meetings of the Commission were held *in camera*, persons having a direct interest in particular matters under discussion were permitted to attend and to make representations in person. The Commission, as occasion demanded, summoned representatives of interested parties to appear before it.

**7. Stevedoring Industry Commission.**—Prior to the introduction of the Stevedoring Industry Commission in April, 1942, the method of engaging labour at practically all ports throughout the Commonwealth was on a free selection basis. Early in 1942, however, the general waterfront position was such that it became obvious that some system of regulating employment and control of waterside labour would be necessary if the maximum use was to be made of ships by giving them the speediest turn-round possible. Following on a series of conferences with the interests concerned, the Stevedoring Industry Commission regulations were promulgated and the Commission was appointed on 2nd April, 1942. The functions of the Commission as provided in regulations were:—(a) to co-ordinate the use of labour in stevedoring operations; (b) generally to control and regulate waterside work and stevedoring operations; and (c) to ensure that adequate provision was made for the protection of waterside workers against injury, and wharves against damage, from or in connexion with attacks by an enemy, with a view to expediting the loading and unloading of ships.

The Commission comprised representatives of oversea, interstate and stevedoring interests together with representatives of the Waterside Workers' Federation, also a senior officer of the Public Service (without a vote), operating under the Chairmanship of the Chief Judge of the Commonwealth Court of Conciliation and Arbitration.

The Commission set up at all ports Waterside Employment Committees representing employers and employees and presided over by an independent Chairman, determined the numbers of men (port quota) required to work each port and formed a register of such waterside workers at each port as were required to make the quota.

The immediate effect was the release, through the Man-Power authorities, to other employment of large numbers of men at some ports who had previously claimed to be following waterside work. Whilst waterside work was not a protected industry, the



Man-Power Directorate for all practical purposes regarded it as such on the understanding that the Commission ensured that only the minimum number of men consistent with the need for the expeditious handling of cargo were retained in the industry.

The waterside workers still retained the right to withhold their services from any particular job urgently requiring labour and as vessels were sailing in convoys it became absolutely essential that they be worked in some order of priority which would ensure their departure and arrival according to schedule. The Commission therefore made orders in respect of all main ports providing, amongst other things, for the allocation of labour by an officer of the Commission, and further that a refusal on the part of any man to go to work for which he had been allocated would expose him to disciplinary action by the Waterside Employment Committee. Conversely, the obligation was placed on employers to accept any labour allocated to them. The men were now obliged to present themselves for employment each day and undertake whatever work was required of them. By this means, the best possible use of labour was obtained and, whereas it was estimated that immediately prior to the introduction of the Commission some 26,000 men were claiming to follow the waterfront industry at all ports throughout the Commonwealth, that number had been reduced in June, 1945, to approximately 19,000 men.

By gradual stages the Commission brought about the position where ships were worked in the order of priority and, where "round the clock" working was required to give an urgent ship the best possible despatch, labour was forthcoming. There were, of course, exceptions at certain ports where labour supply was insufficient to meet peak requirements and a scheme of registering reserve waterside workers was introduced which proved of great assistance in meeting sudden rushes of shipping.

From time to time the Commission transferred labour from one port where temporary slackness existed to another port where the local labour could not cope with the demands being made upon it.

In addition to legislating for the greatest use and mobility of labour, the Commission prescribed conditions of employment to meet the needs brought about by the war situation and by the exercise of strict discipline ensured that work proceeded with the minimum amount of friction.

**8. Commonwealth Salvage Board.**—The Commonwealth Salvage Board was constituted under National Security (Salvage Board) Regulations being Statutory Rule 1942 No. 129 as amended by Statutory Rules 1942 No. 546 and 1943 No. 49. The Regulation governing the formation of the Board became operative on 14th March, 1942.

The Board was established for the purpose of organizing in advance an effective salvage service for ships subjected to enemy action or suffering marine damage so as to ensure, if at all possible, the safe delivery in Australia of the important war cargoes carried, also for the purpose of raising sunken ships and bringing them to a port where repairs could be effected, and the ship once again placed in commission.

Prior to the war no really effective salvage service existed, and the Board in a comparatively short time built up an efficient salvage service throughout the Commonwealth. Captain J. P. Williams was appointed Chief Salvage Officer and other competent salvage officers were appointed in each State. Valuable salvage gear and equipment were acquired from local sources and the United States of America and depots were established at the main Commonwealth ports. A deep sea tug and a small coastal vessel were equipped for salvage work, and two specially built salvage ships and three rescue tugs built in the United States of America were delivered to the Commonwealth under lend-lease arrangements. A divers' training school was established and a number of divers were trained to augment the small number of experienced divers engaged by the Board.

The Board from its inception engaged continuously in salvage operations on the Australian coast and in the New Guinea Area. A considerable number of Allied vessels were refloated and urgent and irreplaceable cargoes required for war purposes were saved.

The services of the Board's trained staff were also made available to an Allied Government for salvage operations in India. The towage of landing craft, barges and other items of equipment for the armed forces between Australia and New Guinea provided constant occupation for the Board's tugs when not engaged on salvage operations, and close liaison with Navy was maintained.

### § 8. Miscellaneous.

1. **Lighthouses.**—*Transport and Communication Bulletin* No. 14, published by this Bureau, contains a list of the principal lighthouses on the coast of Australia, giving details of the location, number, colour, character, period, candle-power and visibility of each light so far as particulars were available.

2. **Distances by Sea.**—A statement giving the distances by sea between the ports of the capital cities of Australia and the most important ports in other countries which trade with Australia is also included in *Transport and Communication Bulletin* No. 14.

3. **Shipping Freight Rates.**—The *Quarterly Summary of Australian Statistics* gives a list of the ruling freight rates for general merchandise both in respect of overseas and interstate shipments. The latest figures available, which give the rates current at 30th September, 1945, show that the rate for general merchandise from Australia to United Kingdom and Continent was 107s. 0d. per ton weight or measurement, while the rates for wheat (parcels) and wool (greasy) were respectively 135s. 6d. per ton weight and 1½ d. per lb. These rates, which are expressed in sterling, are subject to an adjustment of 25 per cent. when freight is prepaid in Australia and a "war-time risk" surcharge of 15 per cent.

4. **Depth of Water at Main Ports.**—A table, compiled from information supplied by the Director of Navigation, showing the depth of water at the main ports of Australia at 1st January, 1941, is included in *Transport and Communication Bulletin* No. 31.

5. **Shipping Casualties.**—Courts of Marine Inquiry are constituted by a Magistrate assisted by skilled assessors, and when necessary are held at the principal port in each State and at Launceston (Tasmania). Such courts have power to deal with the certificates of officers who are found at fault. Particulars of shipping casualties reported on or near the coast during 1939 are shown in *Transport and Communication Bulletin* No. 31. This information also was furnished by the Director of Navigation.

6. **Commonwealth Navigation and Shipping Legislation.**—An account in some detail of the Commonwealth navigation and shipping legislation is contained in *Official Year Book* No. 17 (pp. 1053-5).

Under the provisions of the Navigation Act the coasting trade of Australia in passengers and cargo is reserved by Section 288 to ships licensed to engage in that trade. Licences are granted to ships complying with Australian conditions respecting wages, manning, crew accommodation, and so on, stipulations which have confined the trade to Australian-owned vessels.

Provision was made in the Act for permits to be granted to unlicensed British ships to carry cargo and passengers on the coast when it was shown that the licensed service was inadequate. The permit system, however, was not entirely satisfactory and in 1926 the Act was amended to allow the Governor-General, by notice in the *Gazette*, to permit unlicensed British ships of a specified size and speed to engage in the passenger trade between particular ports. Such a permit, however, could only be granted when it was shown that the tourist traffic was being injured or retarded. By a further amendment in 1935, this concession was revised to permit unlicensed British ships of not less than 10,000 tons and a sea speed of not less than 14 knots to carry passengers between any two ports in Australia not connected by rail. In every case the voyage must be made in one ship without break of journey, transshipment, or second call at any intermediate port. On arriving at the port of destination the passenger may be taken on to the next port of call of the ship, which may be his first port of embarkation, or a further port not connected by rail.